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# Police Personnel and Expenditures in Canada - 1997 and 1998

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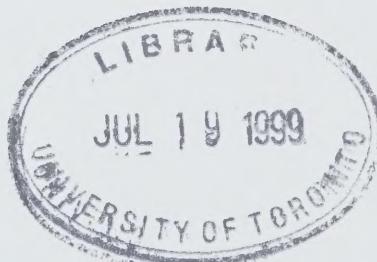
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# Police Personnel and Expenditures in Canada - 1997 and 1998

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February 1999

Catalogue no. 85F0019XPE  
ISSN 1209-3459

Catalogue no. 85F0019XIE  
ISSN 1481-5389

Frequency: Annually

Ottawa

La version française de cette publication est disponible sur demande.

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## Highlights

- The number of police officers in Canada in 1998 (54,722) remained virtually unchanged from the previous year. The number of police officers per capita, however, dropped for the 7th consecutive year in 1998 to 181 officers per 100,000 population, the lowest since 1970. Over these 7 years, Canada's population has grown 8%, while the number of police officers has decreased 4%.
- Manitoba had the most police officers per 100,000 population (195) for the third consecutive year in 1998, followed by Quebec (185) and Saskatchewan (185). Newfoundland (143) and Prince Edward Island (149) continued to show the lowest police per capita ratios.
- Among the census metropolitan areas, Thunder Bay had the most police officers per 100,000 population (186), followed by Winnipeg (182) and Saint John (175). The fewest police officers per capita were found in Sherbrooke (116), Kitchener (118) and St. Catharines-Niagara (125).
- Females accounted for nearly one in eight police officers in Canada in 1998. The number of female police officers increased 10% from 1997, while the number of male police officers decreased 1%.
- After adjusting for inflation, 1997 marked the first constant dollar increase (0.6%) in policing expenditures in five years following four years of decline. Policing expenditures totalled nearly \$6 billion in 1997, up 2.3% from 1996. The \$6 billion represents a cost equivalent to \$200 per Canadian.
- Among the provinces (excluding federal policing costs), Quebec (\$177) and Ontario (\$177) continued to have the highest per capita costs for policing in 1997, while Newfoundland (\$98) and Prince Edward Island (\$100) continued to have the lowest.

## Overview of Policing in Canada

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial and municipal. The federal government, through the Royal Canadian Mounted Police (RCMP), is responsible for the enforcement of federal statutes in each province and territory, and for providing services such as forensic laboratories, identification services, the Canadian Police Information Centre (CPIC), and the Canadian Police College.

Each province/territory assumes responsibility for its own provincial/territorial and municipal policing. Municipal policing consists of enforcement of the *Criminal Code*, provincial statutes, and municipal by-laws within the boundaries of a municipality or several adjoining municipalities which comprise a region (e.g., Durham Regional Police in Ontario) or a metropolitan area (e.g., Montreal Urban Community).

Provincial policing involves enforcement of the *Criminal Code* and provincial statutes within areas of a province not served by a municipal police force (i.e., rural areas and small towns). In some cases, there may be an overlapping of policing boundaries. For example, provincial police perform traffic duties on major provincial thoroughfares which pass through municipal jurisdictions. Some provinces have their own provincial police force while others contract the RCMP to provide provincial policing.

In addition to federal, provincial and municipal policing, there are also various types of First Nations policing agreements for Aboriginal communities in place across Canada:

- (i) The RCMP recruits and trains Aboriginal persons to become police officers, many of which police Aboriginal communities under its jurisdiction, throughout Canada;
- (ii) The Ontario Provincial Police (OPP) provides administrative support and training as needed under a province-wide agreement. The policing is done by fully sworn Aboriginal police officers in the Aboriginal communities, under the direction of the band councils. The Sûreté du Québec also provides a similar service to some Aboriginal police services in Quebec;
- (iii) Stand-alone First Nations Police services assume full responsibility for the policing of their community; and
- (iv) Band constables are appointed under the Indian Act to enforce band by-laws, but are not fully sworn police officers.

## Policing in an Environment of Change

Over the last five years, most social programs in Canada have been the targets of budget cuts and policing has been no exception. In an environment of doing more with less, police services have needed to come up with creative solutions in order to continue to provide the public with a level of service that meets their security requirements. Fear of crime still exists, even though statistics have shown that both crime rates and rates of victimization have been decreasing.

Police services, together with local governments, have come up with a number of programs and initiatives in order to continue to provide the required levels of service to the public. At the local level, municipalities have been seeking out the most cost-effective way to police their communities. Working with municipal governments, some municipal police forces have joined together with other adjacent municipalities and rural areas in order to create regional police services. This can help to reduce costs, as some administrative services can be centralized. In some cases, municipalities have decided to sign a contract with the provincial police or the RCMP in order to provide policing to their municipality, instead of maintaining their own municipal police force.

Many police services have introduced programs for cost recovery and/or fee-for-service. Police provide a number of services to the community outside of law enforcement which may include: screening for employment or volunteers, security clearance checks, responding to false alarms, fingerprinting, issuing of permits and licenses, insurance confirmations, etc. The costs charged for providing these services may vary from a fixed fee to an hourly rate.

## Police Personnel and Expenditures in Canada – 1997 and 1998

Private security has been a growing industry over the last few years. Data from the *Census of Population and Housing* showed that private security (private investigators and security guards) out-numbered police officers in both 1991 and 1996<sup>1</sup>. Some police services have formed partnerships with private security in areas such as: storage of property and evidence, monitoring of alarm centres, guarding of prisoners while in lock-up or in transit<sup>2</sup>. Private security personnel are often hired in the corporate sector. Workplace or white-collar crimes such as employee theft, fraud and computer crimes have been increasing and the public police do not generally have the resources to handle these 'internal crimes'<sup>3</sup>.

In light of the above issues, this report will examine the recent trends in police personnel and expenditure data collected from the Police Administration Annual Survey.

The Police Administration Annual Survey collects personnel data which are actual strength as of June 15th for the current year and final expenditure data for the previous year. Data presented in this report represent police personnel as of June 15<sup>th</sup>, 1998 and final expenditures for the year 1997 (or 1997-98 for those forces operating on a fiscal year). Please refer to the methodology section for an explanation of the changes to the survey made in 1996.<sup>3</sup>

## Police Personnel

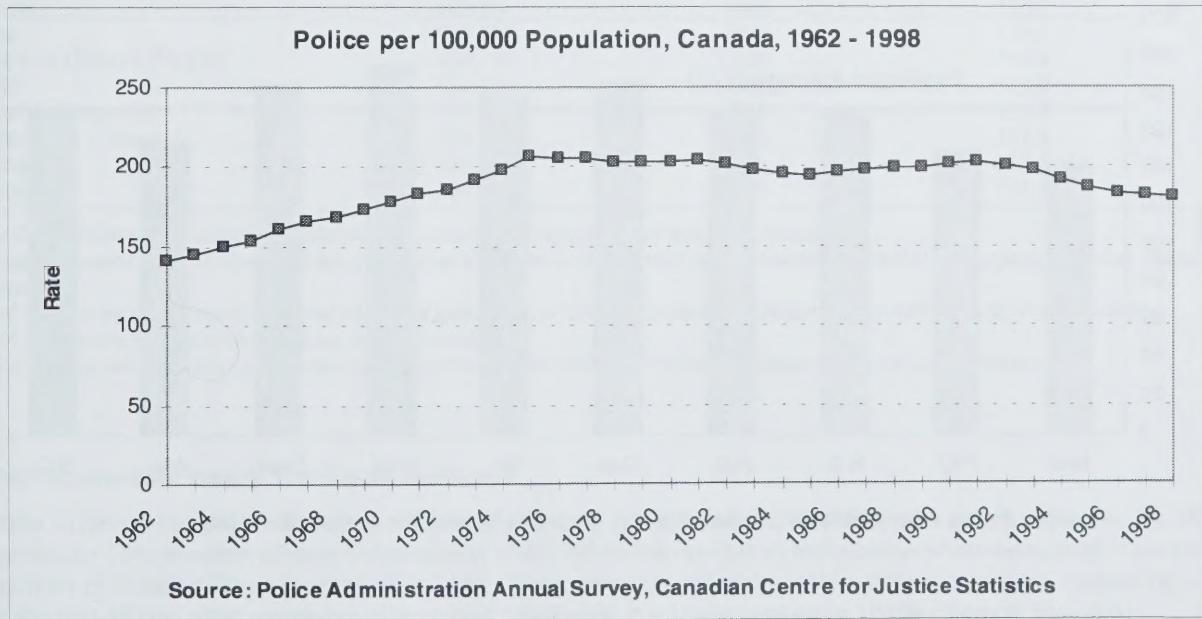
### Note to Readers

Personnel data: Personnel counts are based on permanent, full-time equivalents; part-time employees are converted to full-time equivalents (e.g. 4 employees working 10 hours per week would equal 1 full-time employee working a 40-hour week). Auxiliary police and other volunteer personnel are not included. Changes to the effective date for personnel strength were made in 1996, see methodology section.

### Police per capita continues to decline

The number of police officers in Canada in 1998 (54,722) remained virtually unchanged from 1997. The number of police officers per capita, however, dropped again in 1998 to 181 officers per 100,000 population, the lowest since 1970 (Figure 1, Table 6). This marks the seventh consecutive year that the police per capita rate has declined.

Figure 1



<sup>1</sup> Swol, Karen. "Private Security and Public Policing in Canada". *Juristat*. Vol. 18, No.13. Canadian Centre for Justice Statistics. November 1998.

<sup>2</sup> Stewart, Bob. "Breaking Barriers: Public Police and Private Security". *RCMP Gazette*. Vol. 59, No. 12, 1997.

<sup>3</sup> Gerden, Robert J. *Private Security: A Canadian Perspective*. Canada: Prentice Hall, 1998.

## Police Personnel and Expenditures in Canada – 1997 and 1998

The number of police officers per 100,000 population had increased steadily during the 1960's and early 1970's, peaking at 206 police per 100,000 population in 1975. Between 1975 and 1991, the number of police officers increased at about the same pace as the Canadian population, maintaining an average of around 200 police per 100,000 population. Since 1991, however, Canada's population has grown 8%, while the number of police officers has decreased 4%.

Police strength in Canada (181 officers per 100,000 population) is lower than both the United States<sup>4</sup> (250) and England and Wales (240)<sup>5</sup>. While the number of State and Local police officers grew 9% between 1992 and 1996 in the United States, the number of police officers in England and Wales has dropped by 1% since 1993.

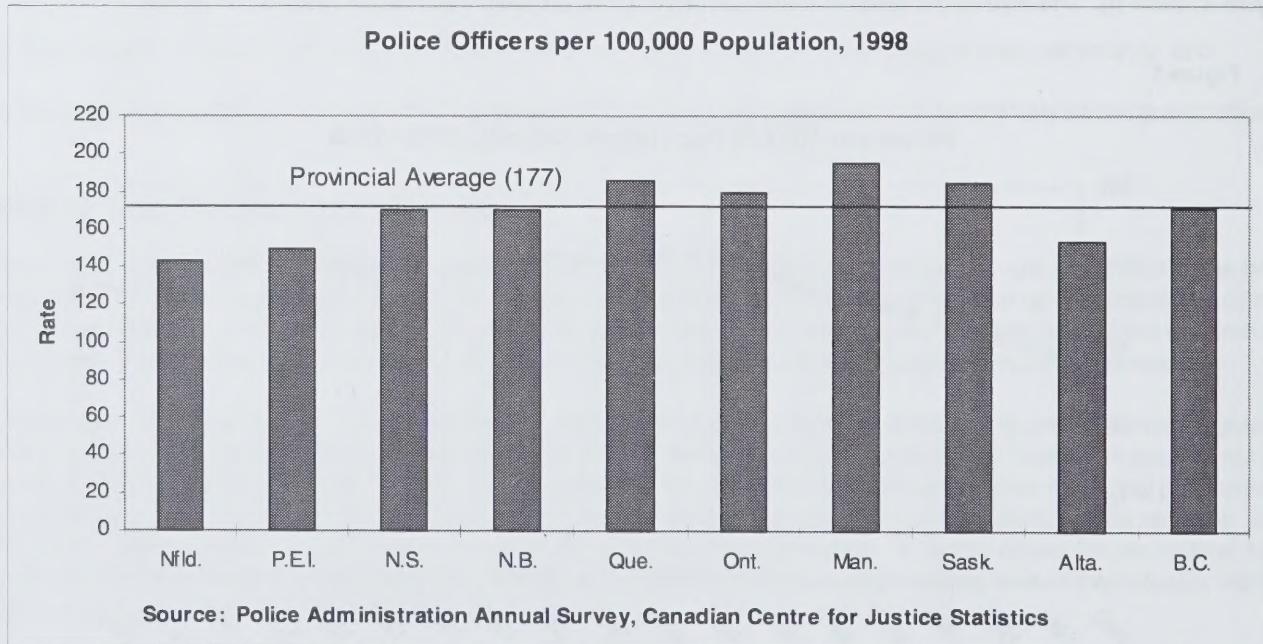
### Manitoba had highest number of police officers per capita

Figure 2 presents the number of police officers per 100,000 population by province. The two territories are excluded from this graph as their sparse populations over immense areas result in considerably higher police strengths than the rest of Canada (see also Table 7). It should be noted that Quebec employs more "temporary" police officers than any other jurisdiction. Temporary police officers are hired to fill in, as needed, for permanent police officers. Counts for temporary officers are not included in any of the police officer counts, as only permanent, full-time officers (and full-time equivalents) are included.

Manitoba (195) had the most police officers per capita for the third consecutive year in 1998, followed by Quebec (185) and Saskatchewan (185). Newfoundland (143) and Prince Edward Island (143) continued to show the lowest police per capita ratios.

While the number of police officers in Canada has dropped 4% since 1991, notable increases have taken place in British Columbia (+12%), Prince Edward Island (+8%) and Nova Scotia (+3%) over the same period (see Table 7). Large decreases have occurred in Newfoundland (-15%) and Quebec (-7%).

Figure 2



<sup>4</sup> U.S. Department of Justice, Bureau of Justice Statistics. *State and Local Law Enforcement Statistics, 1996*.

<sup>5</sup> Home Office. "Police Service Personnel". *Statistical Bulletin*. Issue 17/98, September 1998.

## Police Personnel and Expenditures in Canada – 1997 and 1998

### Thunder Bay highest among the metropolitan areas

Table 1 presents the number of police officers per 100,000 population for the 25 census metropolitan areas (CMAs) in Canada (defined as large urban areas with population over 100,000). Police officers included in Table 1 represent only those involved in municipal and provincial policing.

Thunder Bay (186) had the most police officers per 100,000 population in 1998, followed by Winnipeg (182) and Saint John (175). Sherbrooke (116) had the fewest, followed by Kitchener (118), and St.Catharines-Niagara (125). Among the larger CMAs (over 500,000 population), Winnipeg had the most police officers per capita, while Ottawa-Hull (Ontario portion) had the lowest (130).

Table 1

### Police Officers and Crime in Census Metropolitan Areas<sup>1</sup>

	1997 Population <sup>2</sup>	1998 Police Officers	Police Officers per 100,000 Population	1997 Crime Rate <sup>3</sup>
Thunder Bay	128,922	240	186.2	11,259
Winnipeg	677,291	1,230	181.6	10,281
Saint John	128,924	225	174.5	6,980
Regina	198,845	345	173.5	14,500
Montréal	3,384,233	5,841	172.6	7,531
Windsor	298,125	508	170.4	8,116
Toronto	4,511,966	7,375	163.5	6,549
Saskatoon	222,842	345	154.8	12,126
Halifax	349,164	526	150.6	9,388
Victoria	320,335	475	148.3	11,434
St. John's	174,118	257	147.6	7,077
Ottawa-Hull (Quebec Portion)	256,461	377	147.0	7,216
Edmonton	899,466	1,322	147.0	8,836
Vancouver	1,927,998	2,808	145.6	13,029
Trois-Rivières	142,085	204	143.6	6,662
Sudbury	165,757	232	140.0	7,505
Calgary	885,130	1,201	135.7	7,796
Hamilton	663,587	898	135.3	7,608
Québec	700,197	929	132.7	5,664
Ottawa-Hull (Ontario Portion)	788,788	1,022	129.6	8,023
London	424,304	547	128.9	8,652
Chicoutimi-Jonquière	167,515	213	127.2	6,323
St. Catharines - Niagara <sup>4</sup>	426,659	533	124.9	7,559
Kitchener <sup>4</sup>	433,815	511	117.8	6,458
Sherbrooke	150,742	175	116.1	5,853

<sup>1</sup> The CMA of Oshawa is not included due to differences in policing jurisdiction and CMA boundaries.

<sup>2</sup> Populations represent July 1st preliminary postcensal estimates for 1997 (most recent available for CMAs), Demography Division, Statistics Canada.

<sup>3</sup> 1997 Crime rates (most recent available) represent the number of Criminal Code Incidents (excluding traffic) per 100,000 population.

<sup>4</sup> CMA Populations were adjusted to follow policing boundaries.

**Source:** Police Administration Annual Survey and Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics.

### Women account for nearly 1 in 8 police officers

Efforts to recruit more women police officers, particularly in recent years, have shown some positive results. Women accounted for 12% of police officers in Canada in 1998. While the number of male police officers dropped 1% from 1997, the number of female officers increased by 10%. The proportion of female police officers has been increasing steadily since the mid-1970s, after remaining at less than 1% during the 1960s and early 1970s (Table 2, Figure 3).

Aside from recruitment, another factor which can affect the proportion of male and female police officers is retention. The nature of the work and the hours (shift work) required are often difficult for police officers, particularly for women during the child rearing years. Day care is often difficult to find on a 24-hour basis, particularly in rural areas.

## Police Personnel and Expenditures in Canada – 1997 and 1998

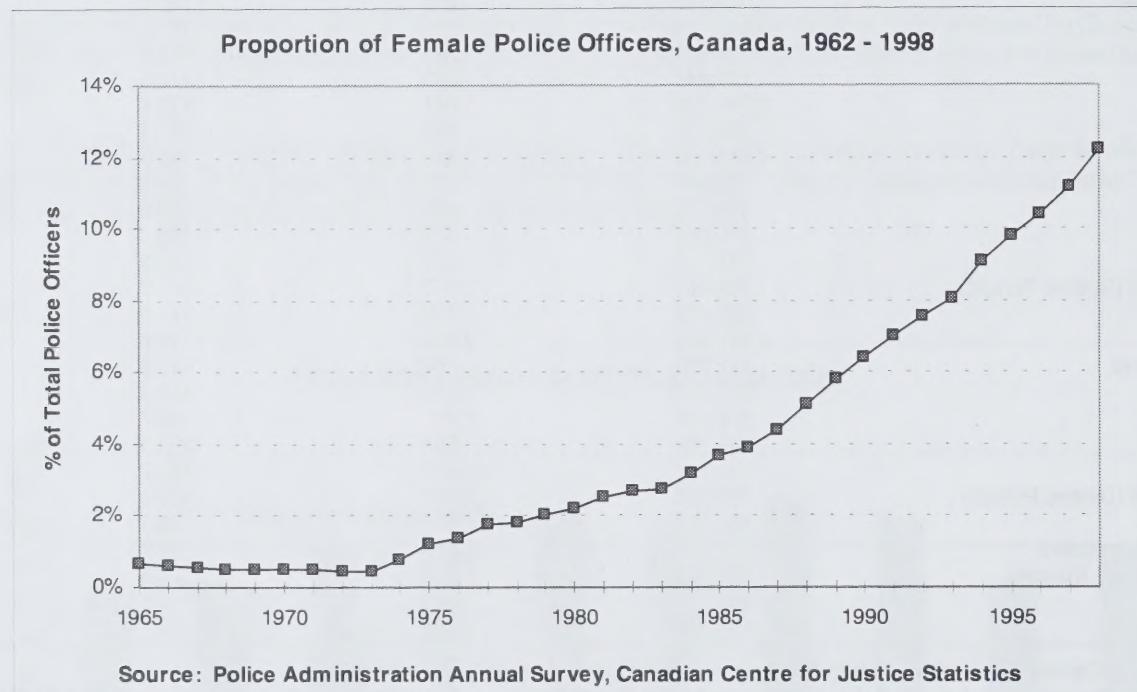
Table 2

### Police Officers by Gender, Canada, Selected Years

Year	Male		Female		Total
	Number	%	Number	%	
1965	29,956	99.4	190	0.6	30,146
1970	37,763	99.5	186	0.5	37,949
1975	47,151	98.8	562	1.2	47,713
1980	48,749	97.8	1,092	2.2	49,841
1985	48,518	96.4	1,833	3.6	50,351
1990	52,461	93.6	3,573	6.4	56,034
1995	49,630	90.2	5,378	9.8	55,008
1997	48,628	88.9	6,091	11.1	54,719
1998	48,036	87.8	6,686	12.2	54,722

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Figure 3



### Women are slowly moving up the ranks

Women police officers have increased their percentages in all ranks (Table 3). In 1998, women represented 2% of the senior officers, 4% of the non-commissioned officers and 16% of the constables, compared to 1986 where they accounted for less than 1% among the senior and the non-commissioned officer ranks and 5% among the constable ranks. The first woman chief of police of a municipal police force was appointed in 1994 in Guelph, Ontario. Since that time, there have been two more female chief of police appointments, both to large police forces: Calgary and the Ontario Provincial Police.

Age distributions among male and female police officers are quite different. Data from the 1996 *Census of Population and Housing* showed that over two-thirds of the women police officers were under the age of 35, whereas two-thirds of the men were 35 years and older<sup>6</sup>. As women have gained more experience and seniority over the last few years, they have begun to advance in their careers.

<sup>6</sup> Swol, Karen. "Private Security and Public Policing in Canada". *Juristat*. Vol. 18, No.13. Canadian Centre for Justice Statistics. November 1998.

## Police Personnel and Expenditures in Canada – 1997 and 1998

Table 3

### Percentage of Male and Female Police Officers Within the Ranks, Canada, Selected Years

Year	Senior Officers			Non-Commissioned Officers			Constables		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
	%	%	%	%	%	%	%	%	%
1986	99.8	0.2	100	99.5	0.5	100	94.6	5.4	100
1988	99.8	0.2	100	99.2	0.8	100	93.0	7.0	100
1990	99.6	0.4	100	98.7	1.3	100	91.4	8.6	100
1992	99.3	0.7	100	98.4	1.6	100	89.8	10.2	100
1994	98.7	1.3	100	97.8	2.2	100	88.0	12.0	100
1996	98.3	1.7	100	97.0	3.0	100	86.5	13.5	100
1998	97.8	2.2	100	96.1	3.9	100	84.5	15.5	100

**Source:** Police Administration Annual Survey, Canadian Centre for Justice Statistics.

### Visible minorities low in policing, while Aboriginals persons well represented

Data from the 1996 *Census of Population and Housing* showed that visible minorities (excluding Aboriginal persons) made up 10% of the employed labour force in Canada, but only 3% of police officers<sup>7</sup>. Despite efforts on the part of a number of police services to encourage visible minorities to apply for police officer positions, difficulties have been experienced in recruiting visible minorities.

Aboriginal persons accounted for nearly 2% of the employed labour force in Canada, but made up 3% of police officers, according to Census data for 1996<sup>8</sup>. This higher representation among police officers is due in part to a recent trend toward self-administered First Nations Police Services, where Aboriginal police officers police in their own communities.

### Incidents per police officer drops

The number of *Criminal Code* incidents (excluding traffic) per police officer may be used as one indicator of police workload. The ratio is affected not only by the number of police officers, but also by changes in the number of crimes reported to the police. The number of *Criminal Code* incidents per officer increased steadily from 20 per officer in 1962 to a peak of 51 in 1991. Since 1991, this ratio has generally been decreasing, and in 1997 was at 46 incidents per officer (Figure 4, Table 6).

### Civilian Staff

In 1998, the number of civilian personnel decreased 2% from 1997. From 1962 to 1987, civilians were in a period of steady growth, as some duties that were traditionally performed by police officers were reassigned to civilians (such as dispatch and by-law enforcement). During that 25 year period, the number of civilian personnel more than tripled, while the number of police officers doubled. Between 1987 and 1998, the count of civilians has remained relatively stable, averaging around 19,550 employees. Figure 5 shows that the ratio of police officers to civilians has dropped from a high of nearly 4.6:1 in 1963 to 2.7:1 in 1987. Over the last ten years, this ratio has remained stable.

The distribution of males and females among the civilian personnel has also changed over the years (Table 4). Males out-numbered females until 1970, when females first surpassed the number of males. By the mid-1980s, females accounted for around two-thirds of all civilian staff and have remained at that proportion to the present time.

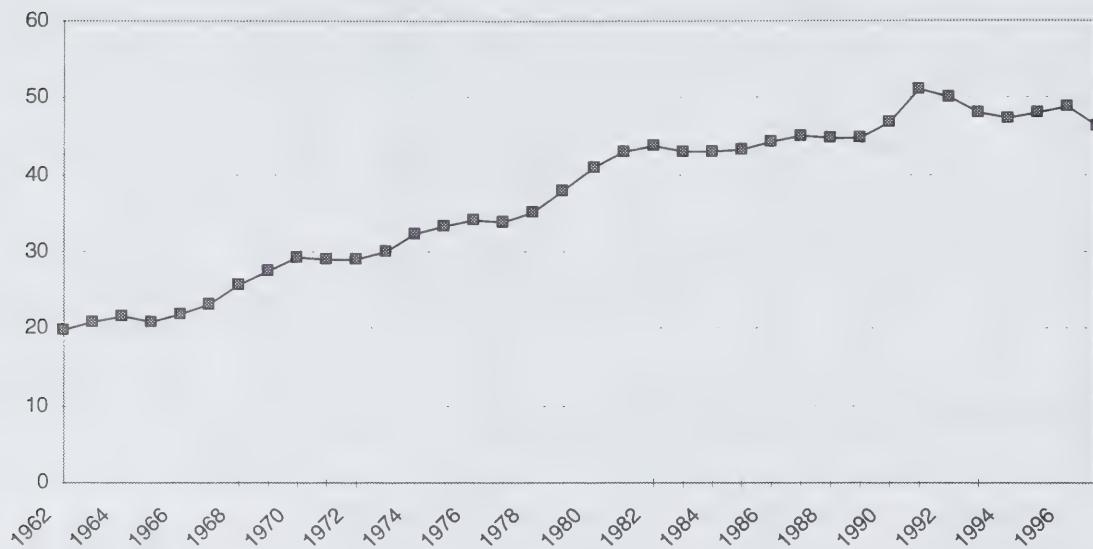
<sup>7</sup> *Ibid.*

<sup>8</sup> *Ibid.*

## Police Personnel and Expenditures in Canada – 1997 and 1998

Figure 4

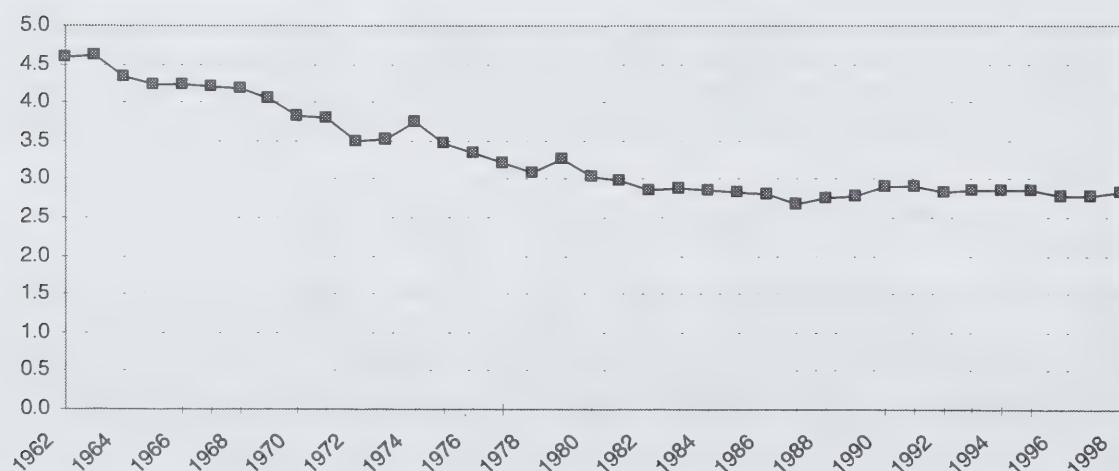
### Criminal Code Incidents per Police Officer, Canada, 1962-1997



Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics

Figure 5

### Ratio of Police Officers to Civilians, Canada, 1962 - 1998



Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics

## Police Personnel and Expenditures in Canada – 1997 and 1998

Table 4

### Civilian Personnel by Gender, Canada, Selected Years

Year	Male		Female		Total
	Number	%	Number	%	
1965	3,842	53.9	3,291	46.1	7,133
1970	4,929	49.6	5,007	50.4	9,936
1975	5,218	37.8	8,576	62.2	13,794
1980	6,140	37.4	10,270	62.6	16,410
1985	5,950	33.6	11,752	66.4	17,702
1990	7,093	36.8	12,166	63.2	19,259
1995	6,393	33.2	12,866	66.8	19,259
1998	6,247	32.3	13,122	67.7	19,369

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

## Policing Expenditures

### Note to Readers

Police expenditures include actual operating expenditures incurred during the 1997 calendar year or the 1997/1998 fiscal year (April 1997 to March 1998). Most municipal police forces operate on a calendar year while the provincial forces and the RCMP operate on a fiscal year. For the purposes of this report, policing expenditures will be referred to as calendar year (e.g. 1997). Expenditures include: salaries and wages, benefits, and other operating expenses such as accommodation costs, fuel, maintenance, etc.

In 1996 the expenditure section of the survey was revised. The impact of this revision was not significant (less than 1%) and thus comparisons with previous year's data are not affected (see methodology section). Also, due to variances in types of expenditures for which police departments are responsible, the figures provided may not always represent the complete cost of policing for a particular agency.

### Policing Costs Rise

Policing expenditures totalled \$5.99 billion in 1997, up 2.3% from 1996. Even after adjusting for inflation, policing expenditures increased 0.6%. Following four years of small declines in policing expenditures (adjusted for inflation), 1997 marked the first constant dollar increase in five years (Table 5, Figure 6). The \$5.99 billion spent on policing in Canada in 1997 represents a cost of \$200 per Canadian.

Table 5

### Current and Constant Dollar Expenditures on Policing, Canada

Year	Current Dollars		Constant Dollars	
	(\$000s)	Year to Year % Change	(\$000s)	Year to Year % Change
1985	3,542,240	...	3,689,833	...
1986	3,772,217	6.5	3,772,217	2.2
1987	4,027,809	6.8	3,858,055	2.3
1988	4,389,414	9.0	4,041,818	4.8
1989	4,684,760	6.7	4,109,439	1.7
1990	5,248,530	12.0	4,392,075	6.9
1991	5,426,887	3.4	4,300,227	-2.1
1992	5,716,833	5.3	4,462,789	3.8
1993	5,790,165	1.3	4,440,311	-0.5
1994	5,783,656	-0.1	4,425,138	-0.3
1995	5,808,607	0.4	4,351,017	-1.7
1996	5,856,055	0.8	4,318,624	-0.7
1997	5,988,947	2.3	4,346,115	0.6

... Figures not applicable.

Note: The Consumer Price Index was used to calculate constant dollars over a base year of 1986 (1986=100).

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

## Police Personnel and Expenditures in Canada – 1997 and 1998

In general, salaries, wages and benefits make up just over 80% of the policing dollar. Municipal policing continues to account for around 56% of policing expenditures, provincial policing 24%, and federal and other RCMP costs account for the remaining 20% of the total expenditures (Table 8).

Figure 6



Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics

## Quebec and Ontario continue to have highest per capita costs

Figure 7 compares per capita policing costs of municipal and provincial policing by province for 1997. Only expenditures for municipal and provincial policing are included as the provinces are not responsible for federal policing and other RCMP administrative expenditures. Per capita costs for Yukon and the Northwest Territories were excluded from the graph, as their sparse populations over immense areas resulted in per capita costs which were considerably higher than the rest of Canada.

The per capita cost of municipal and provincial policing in Canada for 1997 was \$159. Quebec and Ontario shared the highest per capita cost at \$177 in 1997, while Newfoundland (\$98) and Prince Edward Island (\$100) had the lowest per capita rates. Quebec and Ontario have shown the highest per capita costs since expenditure data have been collected on the Police Administration Annual Survey (starting in 1985). The Atlantic provinces, particularly Newfoundland and Prince Edward Island, have generally had the lowest per capita costs over the same period.

Data from the 1996 *Census of Population and Housing* showed that police officers in British Columbia, Ontario and Quebec had the highest average employment incomes for 1995, while those in Prince Edward Island, Nova Scotia and Manitoba had the lowest.<sup>9</sup>

## Municipal Policing Expenditures

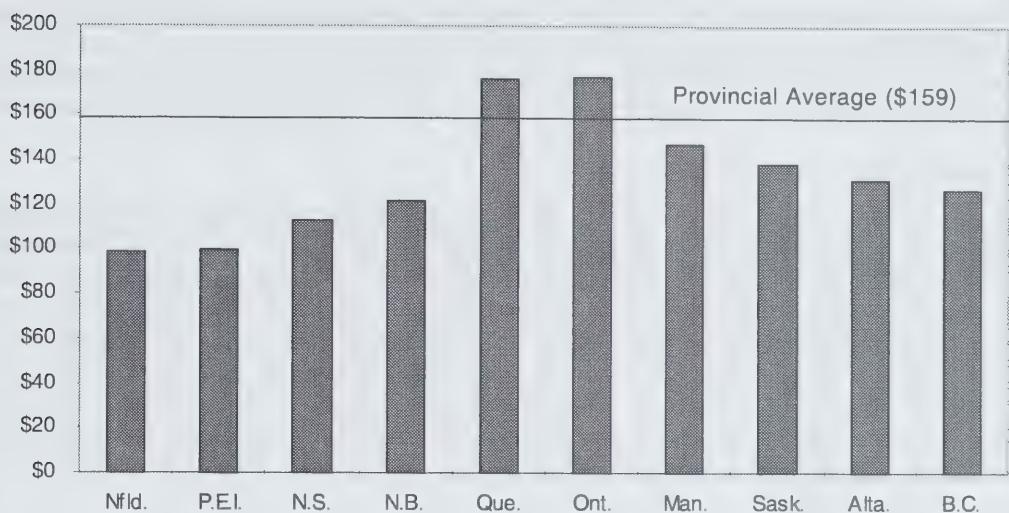
Provincial legislation can require that cities and towns, upon reaching a minimum population, maintain their own municipal police force. Municipalities have three options when providing municipal policing services: forming their own police force, joining with an existing municipal police force or entering into an agreement with the provincial police force

<sup>9</sup> Swol, Karen. "Private Security and Public Policing in Canada". *Juristat*. Vol. 18, No.13. Canadian Centre for Justice Statistics. November 1998.

## Police Personnel and Expenditures in Canada – 1997 and 1998

Figure 7

### Per Capita Spending on Municipal and Provincial Policing, 1997



Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics

or the RCMP. In 1997, there were 581 municipal police forces in Canada which included 196 RCMP municipal contracts and 36 OPP municipal contracts. In total, municipal policing accounted for 64% of all police officers and 56% of all policing expenditures in 1997.

Yukon, the Northwest Territories, and Newfoundland are the only areas in Canada without municipal police forces. Municipal policing in Newfoundland is managed differently than in other provinces. The Royal Newfoundland Constabulary, which is a provincial police force, provides policing only to the three largest municipalities (St. John's, Corner Brook, and Labrador City) as well as Churchill Falls, with the costs paid by the provincial government. As a result of this arrangement, policing costs for these municipalities are included under the provincial policing costs (see Table 10). The remainder of the province is policed by the RCMP under a provincial policing agreement.

The RCMP employed 3,570 officers in 1997 under contract to 196 municipalities in all provinces except Newfoundland, Quebec and Ontario. RCMP municipal policing contract charges are based upon the size of the municipality. During 1997, most policing contracts in municipalities with a population of under 15,000 were billed 70% of the cost of the contract, while municipalities of 15,000 and over were billed 90% of the contract cost in most cases. This costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing municipal policing duties. Table 9 provides details on RCMP municipal policing expenditures separated by the amount paid by the municipality and the portion of the contract costs not billed to the municipality.

There were 36 Ontario municipalities who contracted with the OPP in 1997 to provide municipal policing, for a total of 414 police officers.

The remaining 349 municipal police forces employed over 30,000 officers, or 89% of municipal police officers in Canada, and accounted for 92% of total municipal policing expenditures.

### Provincial/Territorial Policing Expenditures

Provincial policing accounted for almost one-quarter (24%) of policing costs in 1997. The RCMP provides provincial/territorial policing in all provinces and territories except Quebec and Ontario, which maintain their own provincial police forces: the Sûreté du Québec and the Ontario Provincial Police, respectively. Newfoundland also maintains their own

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provincial police force, the Royal Newfoundland Constabulary, which provides provincial policing to the three largest municipalities, as mentioned above, and contracts the RCMP to provide provincial policing to the remaining municipalities and the rural areas.

In the provinces and territories where the RCMP are contracted to provide provincial level policing, the provinces are billed 70% of the total contract costs in most cases. As with municipal policing, this costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing provincial policing duties. Table 10 provides information on the portion of the provincial policing contracts which are charged to the provinces.

### Federal Policing and Other RCMP Expenditures

In 1997, the cost to the federal government for expenditures on federal policing and other RCMP expenditures totalled \$1.22 billion, which included the portion of municipal and provincial RCMP contract policing considered federal policing (\$252.9 million). The RCMP has responsibility in all provinces and territories for the enforcement of federal statutes and protective services. Other RCMP expenditures includes the costs of headquarters and divisional administration and the costs associated with providing national police services such as: forensic laboratory services; the Canadian Police College, which provides training and research for domestic and foreign police forces; informatics support for management and operation of CPIC, an automated national computer information system which is available to all police forces; telecommunications services for data and radio transmissions to ensure all detachments receive current information; criminal intelligence; and United Nations peacekeeping services.

### Methodology — Coverage

This report is based upon data collected through the "Police Administration Statistics Annual Survey" conducted by the Canadian Centre for Justice Statistics. This survey is the primary mechanism for the collection of national statistics on personnel and expenditures from municipal, provincial and federal police forces. More information is collected than is presented in this report and can be provided for special reports or individual requests.

1986 revision – The survey was revised in 1986 to collect police department expenditures as well as more detailed information on police personnel and functions. As both the old and revised surveys were run simultaneously in 1986, it was possible to examine the effects of the revised survey. An analysis of the data revealed that there were some minor differences in the distribution of police personnel between the two surveys. In order to correct these methodological differences, the data presented in Table 6 prior to 1986 have been adjusted at the national level.

1996 revision – In 1996 changes were made to the effective date for collecting personnel strength, moving from September 30<sup>th</sup> to June 15<sup>th</sup>. School crossing guards were added to the survey in 1996 and adjustments were made to data on civilian personnel to account for these additions, back to 1986. Other changes to the survey involved the expenditure section, starting with 1995 final expenditures. Expenses associated with the purchasing and leasing of vehicles are now to be included only if they are part of the operational budget of the police force. Prior to 1995, all expenses related to the purchase and lease of vehicles were included, regardless of the type of budget. Benefits were expanded to include those paid by other government sources. The removal of expenses due to the capital purchases of vehicles, and the addition of expenses due to the inclusion of benefits paid by other government sources were examined in detail. It was estimated that these revisions accounted for an overall change of less than 1% in reported expenses.

Coverage – All municipal and provincial police forces and the Royal Canadian Mounted Police are included in the report. The following federal policing agencies are excluded; the Canadian Security Intelligence Service, Ports Canada, railway and military police. Federal and provincial government departments deploying personnel to enforce specific statutes in the areas of income tax, customs and excise, immigration, fisheries and wildlife are also excluded. Private security guards and investigators continue to be beyond the scope of this survey, although they are discussed in general terms in the report.

Populations – Population figures are from the Demography Division of Statistics Canada and represent postcensal or intercensal estimates. Population data are regularly updated and, as such, rates published in this report may differ slightly from rates published in earlier reports.

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**Comparability of expenditure data among police forces** – A major limitation of the survey data pertains to the comparability of costs among police forces. Any comparisons among forces should be done with caution as only those expenditures paid from a police department's budget (with the exception of benefits) are reflected in this report. As an example, for some forces and not others, accommodation costs, support and maintenance costs or costs associated with by-law enforcement and court security are paid for by the municipality rather than the police department. Similarly, RCMP municipal contract expenditures do not include the cost of municipal employees provided to the RCMP by the municipality. Also, there may be other policing costs to the municipality, where an RCMP contract is in effect, which are over and above the contract billing cost, that are not included in this report.

Table 6

### Trends in Police Personnel<sup>1</sup> and Expenditures, Canada, 1962 - 1998

Year	Population <sup>2</sup>	Police Officers	Civilian Personnel	Total Personnel	Police Civilian Ratio	Population Per Police Officer	Police Per 100,000 Population	Actual <sup>3</sup> Criminal Code Incidents	Incidents per Officer	Total Expenditure	Per Capita Cost
000's										\$000's	\$
1962	18,583.0	26,129	5,699	31,828	4.58	711.2	140.6	514,986	19.7	..	..
1963	18,931.0	27,333	5,935	33,268	4.61	692.6	144.4	572,105	20.9	..	..
1964	19,291.0	28,823	6,655	35,478	4.33	669.3	149.4	626,038	21.7	..	..
1965	19,644.0	30,146	7,133	37,279	4.23	651.6	153.5	628,418	20.8	..	..
1966	20,014.9	32,086	7,583	39,669	4.23	623.8	160.3	702,809	21.9	..	..
1967	20,378.0	33,792	8,018	41,810	4.21	603.0	165.8	784,568	23.2	..	..
1968	20,701.0	34,887	8,351	43,238	4.18	593.4	168.5	897,530	25.7	..	..
1969	21,001.0	36,342	8,963	45,305	4.05	577.9	173.0	994,790	27.4	..	..
1970	21,297.0	37,949	9,936	47,885	3.82	561.2	178.2	1,110,066	29.3	..	..
1971	21,962.1 <sup>r</sup>	40,148	10,597	50,745	3.79	547.0 <sup>r</sup>	182.8 <sup>r</sup>	1,166,458	29.1	..	..
1972	22,219.6 <sup>r</sup>	41,214	11,762	52,976	3.50	539.1 <sup>r</sup>	185.5 <sup>r</sup>	1,189,805	28.9	..	..
1973	22,493.8 <sup>r</sup>	43,142	12,297	55,439	3.51	521.4 <sup>r</sup>	191.8 <sup>r</sup>	1,298,551	30.1	..	..
1974	22,808.4 <sup>r</sup>	45,276	12,085	57,361	3.75	503.8 <sup>r</sup>	198.5 <sup>r</sup>	1,456,885	32.2	..	..
1975	23,142.3 <sup>r</sup>	47,713	13,794	61,507	3.46	485.0 <sup>r</sup>	206.2 <sup>r</sup>	1,585,805	33.2	..	..
1976	23,449.8 <sup>r</sup>	48,213	14,377	62,590	3.35	486.4 <sup>r</sup>	205.6 <sup>r</sup>	1,637,704	34.0	..	..
1977	23,726.3 <sup>r</sup>	48,764	15,231	63,995	3.20	486.6 <sup>r</sup>	205.5 <sup>r</sup>	1,654,020	33.9	..	..
1978	23,964.0 <sup>r</sup>	48,705	15,749	64,454	3.09	492.0 <sup>r</sup>	203.2 <sup>r</sup>	1,714,297	35.2	..	..
1979	24,202.2 <sup>r</sup>	48,990	15,001	63,991	3.27	494.0 <sup>r</sup>	202.4 <sup>r</sup>	1,855,271	37.9	..	..
1980	24,516.3 <sup>r</sup>	49,841	16,410	66,251	3.04	491.9 <sup>r</sup>	203.3 <sup>r</sup>	2,045,399	41.0	..	..
1981	24,820.4 <sup>r</sup>	50,563	16,999	67,562	2.97	490.9 <sup>r</sup>	203.7 <sup>r</sup>	2,168,201	42.9	..	..
1982	25,117.4 <sup>r</sup>	50,539	17,738	68,277	2.85	497.0 <sup>r</sup>	201.2 <sup>r</sup>	2,203,668	43.6	..	..
1983	25,367.0 <sup>r</sup>	50,081	17,342	67,423	2.89	506.5 <sup>r</sup>	197.4 <sup>r</sup>	2,148,633	42.9	..	..
1984	25,607.6 <sup>r</sup>	50,010	17,503	67,513	2.86	512.0 <sup>r</sup>	195.3 <sup>r</sup>	2,147,657	42.9	..	..
1985	25,842.6 <sup>r</sup>	50,351	17,702	68,053	2.84	513.2 <sup>r</sup>	194.8 <sup>r</sup>	2,174,175	43.2	3,542,240	137
1986	26,100.6 <sup>r</sup>	51,425	18,273	69,698	2.81	507.5 <sup>r</sup>	197.0 <sup>r</sup>	2,277,749	44.3	3,772,217	145
1987	26,449.9 <sup>r</sup>	52,510	19,558	72,068	2.68	503.7 <sup>r</sup>	198.5 <sup>r</sup>	2,368,956	45.1	4,027,809	152
1988	26,798.3 <sup>r</sup>	53,312	19,407	72,719	2.75	502.7 <sup>r</sup>	198.9 <sup>r</sup>	2,390,007	44.8	4,389,414	164
1989	27,286.2 <sup>r</sup>	54,211	19,526	73,737	2.78	503.3 <sup>r</sup>	198.7 <sup>r</sup>	2,425,936	44.7	4,684,760	172
1990	27,700.9 <sup>r</sup>	56,034	19,259	75,293	2.91	494.4 <sup>r</sup>	202.3 <sup>r</sup>	2,627,193	46.9	5,248,530	189
1991	28,030.9 <sup>r</sup>	56,768	19,440	76,208	2.92	493.8 <sup>r</sup>	202.5 <sup>r</sup>	2,898,988	51.1	5,426,887	194
1992	28,376.6 <sup>r</sup>	56,992	20,059	77,051	2.84	497.9 <sup>r</sup>	200.8 <sup>r</sup>	2,847,981	50.0	5,716,833	201
1993	28,703.1 <sup>r</sup>	56,901	19,956	76,857	2.85	504.4 <sup>r</sup>	198.2 <sup>r</sup>	2,735,626	48.1	5,790,165	202
1994	29,036.0 <sup>r</sup>	55,859	19,492	75,351	2.87	519.8 <sup>r</sup>	192.4 <sup>r</sup>	2,646,209	47.4	5,783,656	199
1995	29,353.9 <sup>r</sup>	55,008	19,259	74,267	2.86	533.6 <sup>r</sup>	187.4 <sup>r</sup>	2,639,654 <sup>r</sup>	48.0 <sup>r</sup>	5,808,607	198
1996	29,671.9 <sup>r</sup>	54,323	19,603	73,926	2.77	546.2 <sup>r</sup>	183.1 <sup>r</sup>	2,644,893 <sup>r</sup>	48.7 <sup>r</sup>	5,856,055	197
1997	30,004.0 <sup>r</sup>	54,719 <sup>r</sup>	19,679 <sup>r</sup>	74,398 <sup>r</sup>	2.78	548.3 <sup>r</sup>	182.4 <sup>r</sup>	2,530,354	46.2	5,988,947	200
1998	30,300.4	54,722	19,369	74,091	2.83	553.7	180.6	..	..	..	..

.. Figures unavailable.

<sup>r</sup> Revised figures.

<sup>1</sup> A new survey was implemented in 1986. To maintain historical continuity, figures prior to 1986 have been adjusted.

<sup>2</sup> 1962-1970 final intercensal estimates at June 1st, without adjustment for net census undercounts; from 1971 onward estimates are adjusted to July 1st and include adjustments for net census undercoverage, non-permanent residents and returning Canadians; 1971-1995 revised intercensal estimates at July 1st; 1996-1997 updated postcensal estimates at July 1st; 1998 preliminary postcensal population estimates at July 1st.

<sup>3</sup> Data provided from the Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics. Excludes Criminal Code traffic incidents.

**Source:** Police Administration Annual Survey, Canadian Centre for Justice Statistics.

## Police Personnel and Expenditures in Canada – 1997 and 1998

Table 7

### Police Officers<sup>1</sup> by Level of Policing, 1998

Province/ Territory	Popu- lation <sup>2</sup> 1998	Independent (Non-RCMP)		RCMP				Total Police Officers	% Change 1997 - 1998	% Change 1991 to 1998 <sup>4</sup>	Police Officers Per 100,000 Population
		Munic- ipal	Provin- cial	Munic- ipal	Provin- cial	Federal	Other <sup>3</sup>				
000's										%	%
Newfoundland	543.2	...	318	...	357	76	25	458	776	-2.3	-15.4
Prince Edward Island	136.2	83	...	7	86	20	7	120	203	-0.5	8.0
Nova Scotia	936.1	735	...	53	611	129	61	854	1,589	-2.2	3.0
New Brunswick	752.4	499	...	178	448	104	54	784	1,283	-1.6	-1.2
Quebec	7,334.1	8,975	3,685	...	...	886	57	943	13,603	-1.2	-6.6
Ontario <sup>5</sup>	11,404.8	14,521	4,314	...	...	1,469	150	1,619	20,454	1.0	-3.6
Manitoba	1,141.0	1,319	...	174	544	149	40	907	2,226	-0.2	1.5
Saskatchewan <sup>6</sup>	1,025.6	780	...	200	673	188	55	1,116	1,896	1.3	-5.0
Alberta	2,913.4	2,534	...	630	909	289	108	1,936	4,470	-0.2	-1.2
British Columbia	4,014.3	2,006	...	2,522	1,431	625	281	4,859	6,865	1.7	11.6
Yukon	31.6	...	...	...	90	22	6	118	118	-3.3	0.9
Northwest Territories	67.9	...	...	...	203	20	17	240	240	-2.4	0.8
Provincial/ Territorial Total	30,300.4	31,452	8,317	3,764	5,352	3,977	861	13,954	53,723	0.1	-2.2
RCMP 'HQ' and Training Academy	...	...	...	...	...	389	610	999	999	...	...
Canada	30,300.4	31,452	8,317	3,764	5,352	4,366	1,471	14,953	54,722	0.0	-3.6
<i>... Figures not applicable.</i>											

<sup>1</sup> Represents actual police officer strength as of June 15, 1998.

<sup>2</sup> Preliminary postcensal estimates for 1998, Demography Division, Statistics Canada.

<sup>3</sup> Includes Canadian Police Services and Departmental and Divisional Administration.

<sup>4</sup> 1991 was selected as the base year for the calculation of percentage change among the provinces/territories as decreases at the national level began after 1991.

<sup>5</sup> Excludes personnel from RCMP Headquarters. The Ontario Provincial Police provide all provincial policing services in Ontario and deploy 412 officers to provide municipal policing under contract. Counts for the OPP municipal police officers are included under "Independent (Non-RCMP) Municipal".

<sup>6</sup> Excludes personnel from RCMP Training Academy.

**Source:** Police Administration Annual Survey, Canadian Centre for Justice Statistics.

## Police Personnel and Expenditures in Canada – 1997 and 1998

Table 8

### Total Expenditures<sup>1</sup> on Policing, 1997

Province/Territory	1997 Population <sup>2</sup>	Municipal <sup>3</sup>	Provincial <sup>3</sup>	Total	Per Capita Cost
	000's	\$000's	\$000's	\$000's	\$
Newfoundland <sup>4</sup>	553.2	...	54,350	54,350	98
Prince Edward Island	136.6	6,772	6,865	13,637	100
Nova Scotia	936.3	58,874	46,751	105,624	113
New Brunswick	753.3	59,341	31,981	91,322	121
Quebec	7,308.4	859,408	430,748	1,290,156	177
Ontario <sup>5</sup>	11,253.6	1,491,554	503,088	1,994,642	177
Manitoba	1,138.9	121,280	45,790	167,071	147
Saskatchewan <sup>6</sup>	1,023.4	85,932	55,568	141,500	138
Alberta	2,836.2	297,549	75,697	373,246	132
British Columbia	3,963.7	380,541	121,432	501,973	127
Yukon	32.2	...	9,378	9,378	292
Northwest Territories	68.2	...	26,202	26,202	384
Provincial/Territorial Total	30,004.0	3,361,252	1,407,850	4,769,102	159
RCMP Federal, Administration, <sup>7</sup> Headquarters, Training Academy	...	...	...	1,219,845	...
Canada Total	30,004.0	3,361,252	1,407,850	5,988,947	200

... Figures not applicable.

<sup>1</sup> Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets and benefits paid from other sources. Revenues and recoveries are excluded.

<sup>2</sup> Updated postcensal estimates for 1997. Demography Division, Statistics Canada.

<sup>3</sup> Figures include the amount billed to the province, territory or municipality for RCMP contract policing and not the total cost of the contract. See tables 9 and 10 for details. In some provinces, provincial policing costs are paid for by the municipalities.

<sup>4</sup> Provincial policing figures include both the Royal Newfoundland Constabulary and the RCMP.

<sup>5</sup> Excludes RCMP Headquarters.

<sup>6</sup> Excludes RCMP Training Academy.

<sup>7</sup> Includes all other RCMP costs which are not paid for by the municipality or the province/territory.

**Note:** Totals may not add up due to rounding.

**Source:** Police Administration Annual Survey, Canadian Centre for Justice Statistics.

## Police Personnel and Expenditures in Canada – 1997 and 1998

Table 9

### Expenditures on Municipal Policing<sup>1</sup> 1997

Province/Territory	Municipal (non-RCMP)			RCMP Municipal Contracts <sup>2</sup>					Total Expenditures on Municipal Policing
	No. of Police Forces	Popu-lation <sup>3</sup> Policed	Total Expen-ditures	No. of Police Contracts	Popu-lation <sup>3</sup> Policed	Municipal Expen-ditures	Federal Expen-ditures	Total Expen-ditures	
	000's	\$000's		000's	\$000's	\$000's	\$000's	\$000's	\$000's
Newfoundland	...	...	...	...	...	...	...	...	...
Prince Edward Island	4	50.0	6,342	2	8.3	430	183	613	6,955
Nova Scotia	17	358.1	55,816	9	32.4	3,058	1,330	4,388	60,204
New Brunswick	21	328.8	54,964	11	52.8	4,377	1,619	5,996	60,960
Quebec	157	5,831.0	859,408	...	...	...	...	...	859,408
Ontario <sup>4</sup>	136	9,577.1	1,491,554	...	...	...	...	...	1,491,554
Manitoba	9	707.9	111,101	23	106.6	10,180	4,312	14,492	125,592
Saskatchewan	17	488.6	74,163	34	151.6	11,769	4,048	15,817	89,980
Alberta	12	1,631.1	256,558	63	575.1	40,991	11,393	52,384	308,942
British Columbia	12	1,119.8	211,608	54	2,079.5	168,933	24,839	193,772	405,379
Yukon	...	...	...	...	...	...	...	...	...
Northwest Territories	...	...	...	...	...	...	...	...	...
Canada	385	20,092.4	3,121,514	196	3,006.3	239,738	47,724	287,462	3,408,976

... Figures not applicable.

<sup>1</sup> Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets, with the exception of benefits. Revenues, recoveries and capital expenditures are excluded.

<sup>2</sup> Under the RCMP contract, most municipalities under 15,000 were billed 70% of total costs, while municipalities of 15,000 population and over were billed 90% of total costs in most cases. Contract costs exclude employees the municipality provides to the RCMP.

<sup>3</sup> Updated postcensal estimates for 1997 at the Census Subdivision level. Demography Division, Statistics Canada.

<sup>4</sup> Expenditures for OPP municipal contracts are included under "Municipal (Non-RCMP)".

**Note:** Totals may not add up due to rounding.

**Source:** Police Administration Annual Survey, Canadian Centre for Justice Statistics.

## Police Personnel and Expenditures in Canada – 1997 and 1998

Table 10

### Expenditures<sup>1</sup> on Provincial/Territorial Policing, 1997

Province/Territory	Provincial Police (Non-RCMP)	RCMP Provincial/Territorial Contracts			Total Expenditures Provincial/Territorial Policing
		Provincial <sup>2</sup> Cost	Federal <sup>2</sup> Cost	Total (100%)	
	\$000's	\$000's	\$000's	\$000's	\$000's
Newfoundland <sup>3</sup>	21,492	32,858	15,094	47,953	69,445
Prince Edward Island	...	6,865	3,031	9,896	9,896
Nova Scotia	...	46,751	20,466	67,217	67,217
New Brunswick	...	31,981	14,393	46,374	46,374
Quebec <sup>4</sup>	430,748	...	...	...	430,748
Ontario <sup>5</sup>	503,088	...	...	...	503,088
Manitoba	...	45,790	20,980	66,770	66,770
Saskatchewan	...	55,568	25,217	80,785	80,785
Alberta	...	75,697	35,123	110,820	110,820
British Columbia	...	121,432	53,763	175,195	175,195
Yukon	...	9,378	4,366	13,744	13,744
Northwest Territories	...	26,202	12,787	38,989	38,989
Canada	955,328	452,522	205,220	657,742	1,613,070

... Figures not applicable.

<sup>1</sup> Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets, with the exception of benefits. Revenues, recoveries and capital expenditures are excluded.

<sup>2</sup> In most cases the provincial/territorial portion of policing contracts is 70% and the federal portion is 30%; however some administrative costs have been added to the federal portion, so therefore the provincial/territorial portion may appear slightly lower than 70% on this table. In some provinces, the cost of provincial policing is paid for by the municipalities.

<sup>3</sup> The Royal Newfoundland Constabulary shares provincial policing in Newfoundland with the RCMP. The Constabulary polices approximately 39% of the population and the RCMP the remaining 61%.

<sup>4</sup> The Sûreté du Québec provides all provincial policing in Quebec.

<sup>5</sup> The Ontario Provincial Police provides all provincial policing in Ontario.

**Note:** Totals may not add up due to rounding.

**Source:** Police Administration Annual Survey, Canadian Centre for Justice Statistics.

## Canadian Centre for Justice Statistics

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